

AD-A168 689

The views expressed in this paper are those of the author and do not necessarily reflect the views of the Department of Defense or any of its agencies. This document may not be released for open publication until it has been cleared by the appropriate military service or government agency.

STUDENT ESSAY

WARTIME CASUALTY AND SURVIVOR ASSISTANCE PROGRAM A PERSPECTIVE

BY

LIEUTENANT COLONEL ARTHUR J. GIPSON, AG

DISTRIBUTION STATEMENT A:
Approved for public release;
distribution is unlimited.

DTIC
ELECTED

JUN 12 1986

14 APRIL 1986



US ARMY WAR COLLEGE, CARLISLE BARRACKS, PENNSYLVANIA

DTIC FULL COPY

UNCLASSIFIED

SECURITY CLASSIFICATION (OF THIS PAGE) (When Data Entered)

BLOCK 20 (continued)

1) continues to make personal notification and provision of a survivor assistance officer during a national emergency for as long as personnel resources can be made available;

2) implement as many procedural modifications for wartime operations as possible during peacetime to facilitate the transition;

3) coordinate for approval all necessary emergency procedures that may require enactment in a wartime environment ;

4) review the organizational structure of the units agencies and installations for potential wartime modifications or mobilization augmentation.

UNCLASSIFIED

SECURITY CLASSIFICATION OF THIS PAGE (When Data Entered)

UNCLASSIFIED

SECURITY CLASSIFICATION OF THIS PAGE (When Data Entered)

| REPORT DOCUMENTATION PAGE | | READ INSTRUCTIONS BEFORE COMPLETING FORM | |
|---|-----------------------|---|--|
| 1. REPORT NUMBER | 2. GOVT ACCESSION NO. | 3. RECIPIENT'S CATALOG NUMBER | |
| AD-A168689 | | | |
| 4. TITLE (and Subtitle) | | 5. TYPE OF REPORT & PERIOD COVERED | |
| Wartime Casualty and Survivor Assistance Program: A Perspective | | STUDENT ESSAY | |
| 7. AUTHOR(s) | | 6. PERFORMING ORG. REPORT NUMBER | |
| ITC Arthur J. Gipson | | | |
| 9. PERFORMING ORGANIZATION NAME AND ADDRESS | | 8. CONTRACT OR GRANT NUMBER(s) | |
| U.S. Army War College Carlisle Barracks, PA 17013 | | | |
| 11. CONTROLLING OFFICE NAME AND ADDRESS | | 10. PROGRAM ELEMENT, PROJECT, TASK AREA & WORK UNIT NUMBERS | |
| SAME | | | |
| 14. MONITORING AGENCY NAME & ADDRESS (if different from Controlling Office) | | 12. REPORT DATE | |
| | | 14 April 1986 | |
| | | 13. NUMBER OF PAGES | |
| | | 24 | |
| | | 15. SECURITY CLASS (of this report) | |
| | | UNCLASSIFIED | |
| | | 15a. DECLASSIFICATION/DOWNGRADING SCHEDULE | |
| 18. DISTRIBUTION STATEMENT (of this Report) | | | |
| DISTRIBUTION STATEMENT A: Approved for public release; distribution is unlimited. | | | |
| 17. DISTRIBUTION STATEMENT (of the abstract entered in Block 20, if different from Report) | | | |
| | | | |
| 16. SUPPLEMENTARY NOTES | | | |
| | | | |
| 19. KEY WORDS (Continue on reverse side if necessary and identify by block number) | | | |
| | | | |
| 20. ABSTRACT (Continue on reverse side if necessary and identify by block number) | | | |
| There is a high potential for US involvement in a conventional or limited nuclear war. Changes in doctrine and equipment have increased the lethality of the battlefield and the casualties in the operational theater. The current Casualty Reporting and Survivor Assistance program should be modified to enhance readiness and facilitate the transfer to wartime operations. The Army should follow the four principles listed below in developing a wartime Casualty Reporting and Survivor Assistance Program: | | | |
| (continued) | | | |

The views expressed in this paper are those of the author and do not necessarily reflect the views of the Department of Defense or any of its agencies. This document may not be released for open publication until it has been cleared by the appropriate military service or government agency.

②

USAWC MILITARY STUDIES PROGRAM PAPER

**WARTIME CASUALTY AND SURVIVOR ASSISTANCE PROGRAM:
A PERSPECTIVE**

AN INDIVIDUAL ESSAY

by

Lieutenant Colonel Arthur J. Gipson, AG

**Colonel F. D. Alexander
Project Advisor**

**US Army War College
Carlisle Barracks, Pennsylvania 17013
14 April 1986**

SELECTED
JUN 12 1986
A D

**DISTRIBUTION STATEMENT A:
Approved for public release;
distribution is unlimited.**

ABSTRACT

AUTHOR: Arthur J. Gipson, LTC, AG

TITLE: Wartime Casualty and Survivor Assistance Program:
A Perspective

FORMAT: Individual Essay

DATE: 14 April 1986 **PAGES:** 21 **CLASSIFICATION:** Unclassified

There is a high potential for US involvement in a conventional or limited nuclear war. Changes in doctrine and equipment have increased the lethality of the battlefield and the casualties in the operational theater. The current Casualty Reporting and Survivor Assistance program should be modified to enhance readiness and facilitate the transfer to wartime operations. The Army should follow the four principles listed below in developing a wartime Casualty Reporting and Survivor Assistance Program:

- o continue to make personal notification and provision of a survivor assistance officer during a national emergency for as long as personnel resources can be made available;

- o implement as many procedural modifications for wartime operations as possible during peacetime to facilitate the transition;

- o coordinate for approval all necessary emergency procedures that may require enactment in a wartime environment;

- o review the organizational structure of the units agencies and installations for potential wartime modifications or mobilization augmentation.

PREFACE

This essay was written to meet the Military Studies Program requirements of the US Army War college. The scope and content specifications are outlined in the Military Studies Program directive. The information contained in this paper was drawn from studies and staff work performed by members of the Casualty Services Division of the Adjutant General Center during the period 1979 through 1985. Those officers and DA civilians have previously postulated some of the ideas discussed in this paper, but they have not been approved. Additional credit must be given to the members of the Casualty Division and Retirement Services Office of Carlisle Barracks, Pennsylvania.

| | |
|----------------------|-------------------------------------|
| Accession For | |
| DTIC GRA&I | <input checked="" type="checkbox"/> |
| DTIC JIR | <input type="checkbox"/> |
| DTIC JPR | <input type="checkbox"/> |
| Special | |
| Section | |
| | |
| Date / | |
| Administrative Codes | |
| by author/special | |
| Dist | Special |
| A1 | |

WARTIME CASUALTY AND SURVIVOR ASSISTANCE PROGRAM

There is a general perception in the countries of the western bloc and at least the governments of the eastern bloc countries that the nuclear balance between the United States and the Soviet Union has reached the point where any exchange would lead to the destruction of life on this planet as we know it. The reality of mutual assured destruction and the continued increases in Soviet conventional capabilities has raised the possibility of the United States being involved in a limited nuclear or conventional war. The limited nuclear or conventional war threat continues in spite of recent efforts to improve US - Soviet relations and resolve regional disputes elsewhere on the globe. There are several ongoing regional disputes that may require the involvement of US Armed Forces and this involvement could trigger a limited or general mobilization. It is safe to assume that contingency plans have been drafted by defense agencies that would detail procedures and support requirements for US involvement in one or more of these ongoing disputes; the Middle East, where Israel remains at war with its Arab neighbors; Iran and Iraq remain in a struggle that may require outside intervention; the Vietnamese continue to cause problems for other nations in South East Asia; and closer to home, Cuba backed by the Soviet Union continues to incite insurgencies and instability in Latin America. Regardless of the duration of any US Army involvement, modern conventional or limited nuclear war has the potential to generate proportionally higher casualties than any of our previous wars. Appendix 1 lists the number of casualties that have occurred in World War II, KOREA, Vietnam and the peacetime years of 1977 through 1979.¹

This chart gives a relative magnitude of the potential impact on the current casualty reporting and survivor assistance program. In my opinion a modest 5 percent increase in the casualty rates over our previous general war or limited war casualties would exceed the capacity of our current casualty reporting and survivor assistance program as currently outlined. What is needed is a wartime casualty reporting and survivor assistance program as an enhancement to our overall warfighting capability. There are modifications that should be made to current operating procedures, emergency wartime procedures, and organizational changes that can be made to facilitate our transition to wartime operations and enhance the wartime casualty and survivor assistance program. This paper discusses some of the potential changes.

The American public has been conditioned to expect personal notification and individual survivor assistance during wartime or periods of national crises. I do not believe the Army can retreat on providing the best casualty reporting and survivor assistance, in spite of the increased demands of modern warfare.

The foundation of the Army commitment to casualty reporting and survivor assistance was started with the birth of the nation and the Revolutionary War. Prior to World War II the primary focus of the national program was to obtain adequate compensation for surviving widows and orphans. Notification was decentralized to field operational and support units and took a back seat to the concerted effort to obtain adequate compensation. Widows and orphans were first provided compensation by national enactment in a resolution of the Continental Congress in 1780. This resolution provided pensions of 1/2 pay for

7 years to survivors of officers who died during wartime; however, no provisions were made for survivors of enlisted personnel. Moreover, administration (including notification) was left to the states since the federal government had no real executive power, tax system or credit on which it could borrow to support a national survivor assistance program. The program was broadened somewhat during the War of 1812 and the Mexican - American War by including enlisted personnel; however, the benefits were only paid while the war was in progress and notification was still a local unit responsibility. The casualty reporting and survivor benefit program began to develop and mature during the Civil War in the Union Army and the Spanish - American War. Survivor benefits were broader in coverage and much more comprehensive in addressing the needs of surviving family members. Although notification was still decentralized, improvements were made in timeliness due to improvements in national communications. During this period, widows and orphans were paid the same rate as totally disabled living veterans. The first substantial centralized government program was the life insurance program enacted during World War I to furnish survivor benefits closely related to the serviceman's compensation while he was living.²

World War II was the birth of the modern casualty reporting and survivor assistance program. Continued progress was made in furnishing compensation and other benefits while the Office of the Army Adjutant General was assigned responsibility for notification of next of kin. This designation was necessary due to the large global deployment of US forces and the large number of casualty reports coming from various overseas locations. Notification in this centralized system was made by a telegram dispatched to the next of kin to an emergency address

designated by the service member. The telegram was followed by a letter of condolence from the Army Adjutant General which included advice on the agencies that should be contacted regarding disposition of remains, collection of back pay, insurance and gratuities. It was not until 1956 that the Army appointed a survivor assistance officer who personally contacted the surviving spouse to render assistance after telephonic notification had been made by the Army Adjutant General.³

The need for a survivor assistance officer to assist the families has been at the core of the Army's commitment to the families. However, the value and importance of survivor assistance in giving administrative assistance in sorting through over 20 benefit programs must be underscored. These programs are divided into the four broad benefit categories of burial, insurance and compensation, medical care and privileges. A listing of these programs by Category is as follows:⁴

a. Burial.

- (1) Care of remains.
- (2) Military funeral.
- (3) Burial in post or national cemeteries.
- (4) Burial allowances.
- (5) United States flag.

b. Insurance and Compensation.

- (1) Death gratuity payment.
- (2) Survivor benefit annuity.
- (3) Servicemen's Group Life Insurance.
- (4) Veterans Administration death pension.
- (5) Dependency and Indemnity Compensation.
- (6) Unpaid active duty pay.

- (7) Unpaid retired pay.
- (8) Social Security payment.
- (9) Veterans Group Life Insurance.
- (10) National Service Life Insurance.

c. Medical Care.

- (1) Medical care at uniformed facilities.
- (2) CHAMPUS
- (3) MEDICARE
- (4) Dental care.

d. Privileges.

- (1) Use of commissary, exchanges, theater, recreation facilities.
- (2) Shipment of household goods.

Personal notification of the next of kin was not added to the program until 1966. Thus, the modern survivor assistance program has evolved from the relative peacetime period of the post-Korean War involvement through the intense scrutiny of the American casualty watch during our most televised war in Vietnam. The system that has emerged in my view enjoys a high degree of support from both the American public and the American soldier. This point was reinforced dramatically when the defense establishment in general and the Army in particular was highly visible, supportive, and efficient in the casualty operations following the loss of over 100 members of the 101st Division in an air crash recently. The news reports made note of the professional manner in which the Army was identifying and caring for the remains and furnishing support to the surviving families.

Each echelon of command is tasked with specific responsibilities in support of the casualty reporting system. In addition, the casualty reporting system also depends upon information furnished by medical, graves registration, military police, military intelligence, civil affairs, chaplain, and any other credible sources available. Because of the importance and sensitivity placed on by name casualty reporting in the current system, the emphasis is on accuracy over speed. When a casualty occurs overseas the supporting personnel service company prepares a casualty feeder report and any witness statements when required. This report is then forwarded to the theater PERSCOM for verification and forwarding to the Casualty Services Division staff in Washington. The Casualty Services Division passes the casualty information to the casualty area commander that has the responsibility for the area in which the next of kin resides. The casualty area commander then appoints a notification officer who makes personal notification. After notification is completed, the Army Casualty Services Division sends a notification telegram to the persons notified. Current Department of Defense and Department of the Army policy requires personal notification to the primary next of kin (as designated by the service member) and certain secondary next of kin of deceased or missing service members by a uniformed Army representative.

The appointment of a survivor assistance officer for the survivor of a deceased service member and a Family Services Assistance officer to the primary next of kin of a missing service member is also required. The survivor assistance officer or Family Services Assistance officer is appointed within 24 hours to assist the primary next of kin during the period immediately following the casualty. The purpose is to eliminate

delays in settling claims and obtaining payment of benefits to the next of kin, and to assist the next of kin in any other personnel related matters.

Notification and survivor assistance duties are currently being performed by commissioned and warrant officers and NCO's in the grade of E7 through E9. Notification and survivor assistance officers are advised that they are representatives of the Department of the Army and, as such, must consistently project a most favorable impression upon others while they are performing these duties. These officers and NCO's are also advised that the utmost tact and diplomacy must be used when in contact with the primary next of kin, other family members, and any other member of the public sector during the conduct of their responsibilities. These duties are always performed in the appropriate Class A or Class B uniform. Casualties that occur in the US are handled by direct coordination between casualty area commands with information copies of messages to the Army Adjutant General's Office.⁵

The real strength of this system has been developed from the provision of one notifier and generally a second person to assist the next of kin in applying for and obtaining all entitlements and benefits. This commitment to the family has been a key factor in maintaining a favorable institutional standing for the Army with the American public. We need only look back as far as the post-Vietnam era to know how difficult it is to build and maintain a competent Army in the face of a hostile and unsupporting public sector. While there is great strength in the current system it would not be in our interest to sacrifice a wartime capability or readiness for peacetime economy. Therefore, the current system must be modified for wartime casualty operations. Many

modifications that can be put into operation in the near term must be implemented.

The primary purpose of the wartime casualty reporting and survivor assistance program is twofold. First and foremost, it furnishes information used to notify the next of kin. Second, it activates the survivor assistance programs. Accurate casualty reporting is one of the most exacting wartime personnel service support tasks performed by the Army. Based on its long term impact on morale of both the military and civilian populace, casualty reporting and survivor assistance take on an importance and immediacy over other personnel service support functions. In view of the potential for loss of public support, I feel it is essential that any wartime modification continue to furnish personal notification and survivor assistance from whatever resources that can be spared or made available from the war effort.

An important factor that must be considered is the time demand involved in the current system. The average notification to the next of kin requires six hours of the notifier's time. This time includes notification and travel time. The average survivor assistance case takes 21 hours in the first three weeks and the survivor assistance officer could still be furnishing assistance up to 90 days from date of appointment. If personal notification and survivor assistance is to be maintained as we know it today during a general war or national emergency, a careful review of the organization and location of the casualty area commands must be made to insure that casualty program time demands do not cause an increase in the number of personnel required to effectively administer the program. It must also be noted that approximately 50 percent of active duty soldiers are married and will

require a notification to a secondary next of kin. The secondary notification factor will increase the workload on the casualty area commanders by a factor of 1.5 times.⁶ Based on my review of the requirements of the modern battlefield, it will be necessary to initiate a policy that will require temporary interments of the remains of US soldiers in the theater of war until termination of the hostilities. This requirement is brought about by, in large part, to the US Army's reliance on host nation support for a major part of the logistic support requirements to include evacuation of remains. This reliance is an outgrowth of the reality of US coalition warfare strategy. When the US Army goes to war it will be with allies and probably with the invitation of a treaty organization or nation. In addition, the intensity of the conflict in the initial stages will probably not permit the Army time to establish a full service evacuation support system. A policy of temporary interment in theater would permit host nations with an opportunity to use local resources to the maximum extent so that the logistic priority can remain focused on the support of the forward deployed forces. The modern battlefield will be characterized by widely dispersed, constantly moving small units to implement the requirements of the deep attack and to reduce the effectiveness of chemical biological agents and tactical nuclear weapons. A policy of temporary interment will also allow the Army to maintain its commitment to the soldiers who give their lives and their families with appropriate honors after hostilities have ceased. Based on the priority that must be given to combat, training and support missions it will not be possible to divert critically needed combat support resources from the war effort to evacuate remains and render the same level of support that is given

during peacetime. The public must be made aware of this fact as soon as possible after the decision is made to commit ground forces to combat. Adequate policies and procedures to implement this program are already outlined in AR 638-40 Care and Disposition of Remains.

The two specific programs that apply to this situation are the Graves Registration Program and the Return of Remains Program. The Graves Registration Program provides for search, recovery, evacuation, initial identification and burial of eligible deceased persons in temporary cemeteries. The Return of Remains Program provides permanent disposition of remains of persons buried in temporary cemeteries by shipment to another designated place or permanent burial in an American cemetery in the overseas area.⁷ Appropriate military decisions must be made and legislation enacted early in the war to initiate these programs.

The first 30 days will be critical for the wartime casualty and Survivor Benefit Program. Casualty rates can be expected to be high during this period as the United States mobilizes to meet the war requirements. Administrative systems, automation and communication networks will be overloaded during this period causing delays while the casualty support system is trying to adjust to the increased workload. This workload will probably exceed the capacity of the peacetime casualty system early. Therefore, I have concluded that the Army must look to two categories of personnel resources that can be spared from a general mobilization to support the wartime system; Department of the Army civilians and Category III retirees recalled to active duty. Category III personnel are those members who have been in retirement in

excess of ten years and who are retired because of physical disability. The DA civilians can be used to furnish the program administration, administrative support and continuity of operations that will be required for the recalled retirees. Current plans call for the maximum use of Category I and Category II retirees in direct support of wartime operations. I believe there are adequate numbers of physically able Category III personnel to effectively perform the notification and survivor assistance functions in their local and surrounding areas. Category I personnel are those retired members, physically qualified, who have been in retired status five years or less, Category II personnel are those retired members, physically qualified, who have been in retirement status five years but less than ten years. The legislative basis for mobilization of retired personnel has been established in Title 10, US Code. Section 3504(a) states:

"The President may order any retired member of the Regular Army to active duty. He may assign a member ordered under this subsection to such duties as he considers necessary in the interest of national defense."

In the case of retired reservists Section 672 states the Secretary of the Army, after determining that there are no other US Army Reserve control group personnel readily available and with approval of the Secretary of Defense, may order any retired member of the USAR, with or without the member's consent, to active duty when the existence of a state of war or national emergency is declared by Congress. A list of Category III retirees must be developed and their availability for wartime notification and/or survivor assistance duties maintained by the retirement services officers located throughout the US. This list

should be developed by the Reserve Component Personnel Activities Center in St. Louis and sent to the Retirement Services Officer for screening and maintenance. As a result of this screen, I believe adequate numbers of personnel would be found to meet the notification and survivor assistance wartime requirements. There has not been an organized effort to develop and maintain a data base on Category III personnel from what I have been able to determine. The development of such a data base will validate my speculation on the availability of adequate numbers of Category III retirees. Consideration should be given to supplementing the wartime casualty system with Category I and Category II retirees in areas of low population density during periods of high requirements and personnel shortfalls in the Category III retirees. The DA civilian should be assigned the dual function of operating the wartime casualty and survivor assistance program and serving as retirement services officers. As previously mentioned, this will furnish the necessary continuity of operation, program guidance and management support that will be needed in daily operations. The assignment of a trained and qualified DA civilian to this dual post will also assist in overcoming some of the inherent management problems associated with casualty notification by Category III retirees. This personnel assignment will also mean that organizational adjustments can be made to furnish a combined support center at the installation of the casualty area commander and smaller satellite support centers throughout the area of responsibility.

The current organization of the casualty area commands should be reviewed and, where necessary, appropriate adjustments made to facilitate the transition to wartime operations using the combined

center concept. Installation commanders should review their mobilization tables of distribution and allowances and make any organizational structural changes that are necessary to furnish combined casualty, survivor assistance and retirement services and augmentation by Category III retirees. Once the appropriate national authorities activate the retirees recall and their operation of the combined services center begins the retirement services officer could publish the telephone number of the central office for survivor assistance in the assigned area. When personnel notification is made to the primary next of kin the notification officer will also give the number of the nearest survivor assistance support groups. These support groups would be located at one of the satellite support centers in the areas and survivor assistance would be furnished by the Category III personnel. Based on the anticipated heavy workload it may not be possible to assign a personal survivor assistance officer in each instance since workloads will vary at each location. Each retirement services officer will have to determine how to best use available personnel to get the mission accomplished. However, I believe policy and procedures should be drafted to allow the retirement services officer the flexibility to make this decision as best fits the particular combined operation. Current policies that restrict or specify the grade of personnel serving as notifiers or survivor assistance officers must also be modified to allow the casualty area commander to determine the appropriate grade in accordance with the availability and skills of the personnel resources at the casualty area command.

The Army should also initiate coordination with Air Force and Navy personnel support agencies to develop interservice support agreements.

These support agreements should allow Army satellite and combined support offices to be opened on installations where there are two service components present.⁸ Based on the projected shortage of personnel and Army installations near major population centers this could be a key factor in meeting the wartime program requirements. Current Air Force and Navy war plans call for the continuation of personal notification and survivor assistance for as long as personnel assets are available to support the system. On locations where there are no military installations, plans must be prepared to rent office space and install Autovon circuits.

Another action that should be pursued as soon as possible to improve both our wartime and peacetime casualty reporting and survivor assistance program is the use of commercial firms to assist in furnishing entitlement information for survivors of deceased active duty service members. The Army Mutual Aid Association currently furnishes comprehensive entitlement information for officer personnel who are members of the association. The Department of the Army should pursue the possibility of AMAA expanding its service to all active duty personnel under a DA contract or a request for proposal could be developed so that other commercial firms could develop the capability for the Army. A successful implementation of this program could furnish the survivor assistance officers a computer printout from information available in the casualty and Memorial Affairs Operations Center without any input from the casualty area commanders. This would streamline procedures, furnish immediate information to survivor assistance officers and reduce the workload on the casualty area commanders.

Based on the projected shortage of personnel and the priority that must be given to notification and survivor assistance, wartime support of military funerals will also require modification. The current military funeral support requirements are divided into three classes:

- (1) Chapel service and march to the graveside with escort.
- (2) Without chapel service but march to graveside from entrance of cemetery.
- (3) Graveside service only.

A full military funeral consists of the following:

- (1) Band
- (2) Escort of appropriate grade to the deceased including a firing squad and bugler.
- (3) Colors.
- (4) Clergy.
- (5) Caisson and active pallbearers.
- (6) Honorary pallbearers.

The projected casualties in a future general war combined with the personnel requirements to support the war effort leaves very few uniformed personnel available to support the military funeral requirements as currently outlined. Burial requirements will require modification to furnish the surviving family member with the option to have full military honors rendered at a later date, possibly after the termination of the conflict, or accept a modified ceremony without a band, without a firing squad, a civilian clergy and only civilian pallbearers. Another possibility is to combine the two proposals and mandate a modified ceremony with a promise to render full military honors at a later date if desired. The survivor assistance officer will

have to brief the family on their options as a part of the wartime survivor assistance procedures. This modified burial program should be staffed for approval as soon as possible and enacted when the need arises.

Planning for the wartime casualty reporting and Survivor Assistance Program must also give attention to the growing number of female soldiers in the Army. There are increasing numbers of women assigned to combat support and combat service support organizations that would be deployed in any major US employment of forces. While these female soldiers will not be permitted to be employed in front line combat units, they are subject to attack against rear area combat support and combat service support operations. The reality is that along with an increased overall casualty count for the Army, there will be a significant number of women on the casualty list. The American public must be prepared (informed) for the increased number of female wartime casualties as soon as possible in order to reduce or preclude any detrimental effect on the overall war operations and the casualty system. The Casualty Services Division should coordinate with the Army Public Affairs office to develop and initiate a public information program to educate military and civilians of the potential for female casualties in any major US Army engagement. This is a very sensitive issue that should be dealt with effectively prior to the initiation of hostilities. The resolution of the problems associated with the employment of women in a combat theater is not within the purview of the casualty branch; however, it must be surfaced as a potential problem for the wartime casualty reporting and Survivor Assistance Program.

In summary, I have outlined my perceptions on the wartime strengths and weaknesses of one of the US Army's most vital combat service support functions...Casualty Reporting and Survivor Assistance. There are four principles of operation and preparation recommended:

- (1) Continue to make personal notification and provision of a survivor assistance officer during a national emergency for as long as personnel resources can be made available.

- (2) Implement as many procedural modifications for wartime operations as possible during peacetime to facilitate the transition.

- (3) Coordinate for approval all necessary emergency procedures that may require enactment in a wartime environment.

- (4) Review the organizational structure of the units agencies and installations for potential wartime modifications or mobilization augmentation.

Specific proposals underscoring the operational procedures recommended that should be addressed are:

- (1) The current location of the casualty area commands should be reviewed to insure adequate and efficient operations within current and projected personnel resource limitations.

- (2) Plan for the use of the temporary in theater internment policy in the next general emergency.

- (3) Use Category III retired military as notification and survivor assistance officers. Category I and II retirees should be used where personnel shortfalls occur.

- (4) Combine the casualty operations survivor assistance and Retirement Services function at installation level.

(5) Retirement Services Officer should maintain an updated list of Category I, II and III retirees in their area of responsibility.

(6) Casualty Area Commanders must be given the authority to determine the appropriate rank of the notifier and Survivor Assistance Officer.

(7) Consider the use of contract personnel service firms such as the Army Mutual Aid to assist the survivor assistance officers with entitlement assistance.

(8) Delay the rendering of full military funeral honors until after termination of hostilities in a general emergency.

(9) Coordinate a public information program to prepare the American public to the potential for (significant) women casualties in a general emergency.

APPENDIX 1

TOTAL CASUALTY FIGURES (WORLD WAR II, KOREA, VIETNAM, 1977 TO 1979)

| <u>STATE</u> | <u>TOTAL CASUALTIES</u> | <u>PERCENTAGE</u> | <u>RANK</u> |
|----------------|-------------------------|-------------------|-------------|
| Alabama | 6,767 | 1.78 | 21 |
| Arizona | 2,191 | .58 | 37 |
| Arkansas | 4,777 | 1.25 | 29 |
| California | 23,246 | 6.13 | 3 |
| Colorado | 3,419 | .90 | 34 |
| Connecticut | 5,046 | 1.03 | 28 |
| Delaware | 696 | .18 | 48 |
| D.C. | 1,784 | .47 | 42 |
| Florida | 5,578 | 1.47 | 24 |
| Georgia | 7,716 | 2.03 | 18 |
| Idaho | 1,684 | .44 | 44 |
| Illinois | 22,315 | 5.88 | 4 |
| Indiana | 10,119 | 2.67 | 10 |
| Iowa | 6,770 | 1.78 | 20 |
| Kansas | 5,887 | 1.42 | 25 |
| Kentucky | 8,498 | 2.24 | 14 |
| Louisiana | 5,162 | 1.36 | 26 |
| Maine | 2,607 | .69 | 35 |
| Maryland | 5,633 | 1.48 | 23 |
| Massachusetts | 11,650 | 3.07 | 9 |
| Michigan | 16,303 | 4.03 | 7 |
| Minnesota | 7,449 | 2.08 | 17 |
| Mississippi | 4,526 | 1.19 | 31 |
| Missouri | 9,364 | 2.06 | 11 |
| Montana | 1,859 | .49 | 40 |
| Nebraska | 3,578 | .94 | 32 |
| Nevada | 473 | .12 | 49 |
| New Hampshire | 1,477 | .39 | 45 |
| New Jersey | 12,138 | 3.02 | 8 |
| New Mexico | 2,551 | .67 | 36 |
| New York | 36,160 | 9.03 | 1 |
| North Carolina | 9,296 | 2.43 | 12 |
| North Dakota | 1,932 | .51 | 39 |
| Ohio | 20,768 | 5.47 | 5 |
| Oklahoma | 6,787 | 1.79 | 19 |
| Oregon | 3,510 | .93 | 33 |

| <u>STATE</u> | <u>TOTAL CASUALTIES</u> | <u>PERCENTAGE</u> | <u>RANK</u> |
|----------------|-------------------------|-------------------|-------------|
| Pennsylvania | 31,052 | 8.18 | 2 |
| Rhode Island | 1,953 | .51 | 38 |
| South Carolina | 4,595 | 1.21 | 30 |
| South Dakota | 1,765 | .47 | 43 |
| Tennessee | 8,412 | 2.21 | 15 |
| Texas | 20,057 | 5.29 | 6 |
| Utah | 1,842 | .49 | 41 |
| Vermont | 1,026 | .27 | 46 |
| Virginia | 7,928 | 2.09 | 16 |
| Washington | 5,122 | 1.35 | 27 |
| West Virginia | 6,185 | 1.63 | 22 |
| Wisconsin | 8,580 | 2.26 | 13 |
| Wyoming | 843 | .22 | 47 |

ENDNOTES

1. US Department of the Army, Office of the Adjutant General, Casualty Rate Activity Model (CRAM) 16 March 1983. (hereafter referred to as "CRAM")

2. President's Commission on Veterans Pensions, Veterans Benefits in the United States, VOL. I April 1956, pp. 36 - 52.

3. US Department of the Army, Office of the Adjutant General, Casualty Notification and Survivor Assistance During General War - DECISION MEMORANDUM, 23 January 1981. (hereafter referred to as "CAS and SAO Memo")

4. US Department of the Army, DA Pam 608-23, August, 1983.

5. US Department of the Army, Army Regulation 600-10 25 February 1985, pp 4 - 16.

6. "CRAM" p. 2.

7. US Department of the Army, Army Regulation 638-40, 7 September 1984, pp. 4, 5.

8. "CAS and SAO Memo" p. 3.